

## Message Text

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ACTION AF-10

INFO OCT-01 EUR-12 ISO-00 IO-13 AID-05 CIAE-00 DODE-00

INR-07 NSAE-00 PA-01 USIA-06 PRS-01 SP-02 EB-08

COME-00 FEA-01 TRSE-00 SS-15 XMB-02 /084 W

-----032442 140007Z /66

R 081535Z DEC 77

FM AMEMBASSY KIGALI

TO SECSTATE WASHDC 5556

INFO AMEMBASSY BUJUMBURA

AMEMBASSY DAR ES SALAAM

AMEMBASSY KINSHASA

AMCONSUL BUKAVU

AMEMBASSY NAIROBI

AMEMBASSY BRUSSELS

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NAIROBI FOR REDSO/EA

E.O. 11652: N/A

TAGS: PFOR, EAID, EAGR, RW, BY, CG, PGOV

SUBJECT: TRENDS IN RWANDA-NOVEMBER 1977

SUMMARY: IN NOVEMBER GOR HELD ITS FIRST-EVER ROUND  
TABLE FOR NON-GOVERNMENTAL ORGANIZATIONS. AT THIS THREE-  
DAY CONFERENCE MINPLAN ADROITLY OPENED UP A CONSTRUCTIVE  
DIALOGUE WHICH PERMITTED GOR TO CLARIFY TO THE NGO'S  
WHAT IT EXPECTED FROM THEM WITHOUT APPEARING TO RESTRICT  
THE NGO'S RELATIVELY "FREE HAND" STATUS IN RWANDA.  
CONFERENCE, A LOGICAL FOLLOWUP TO GOR FEBRUARY ROUND  
TABLE FOR GOVERNMENTAL DONORS (KIGALI 229), UNDERLINES  
MINPLAN'S ASCENDANCE AS "ACTION OFFICER" ON COORDINATING  
DEVELOPMENT ASSISTANCE FOR GOR'S FIVE-YEAR DEVELOPMENT  
PLAN. MINPLAN ALSO PLAYED A SIGNIFICANT ROLE IN THE  
OCTOBER 25-29 COMMUNITY OF GREAT LAKE COUNTRIES (CEPGL)  
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MINISTERIAL CONFERENCE IN WHICH THE CEPGL EXECUTIVE  
SECRETARIAT, THE UN ECONOMIC COMMISSION FOR AFRICA, AND  
THE MINISTERS OF PLAN OF CEPGL MEMBER NATIONS MET TO  
ESTABLISH PRIORITIES FOR COMMUNITY DEVELOPMENT PROJECTS. CON-  
FERENCE OPTED FOR AUTHORIZING FEASIBILITY STUDIES ON ENERGY-  
RELATED PROJECTS (NOTABLY THE EXPLOITATION OF LAKE KIVU  
METHANE GAS), ANOTHER STEP BY CEPGL

TOWARD THE IMPLEMENTATION STAGE. END SUMMARY.

1. MINISTRY OF PLAN HOLDS NON-GOVERNMENTAL ORGANIZATION  
ROUND TABLE.

SOME 200 PARTICIPANTS FROM THE RWANDAN  
GOVERNMENT AND DOZENS OF ORGANIZATIONS ATTENDED THE FIRST-  
EVER RWANDAN ROUND TABLE FOR NON-GOVERNMENTAL ORGANIZATIONS  
(NGO'S), NOVEMBER 16-18. PRESIDED OVER BY PLAN MINISTER  
JEAN CHRYSOSTOME NDUHUNGIREHE, JOINED BY INTERIOR MINISTER  
COL. ALEXIS KANYARENGWE, SENIOR OFFICIALS FROM SEVERAL  
OTHER MINISTRIES ALSO TOOK PART.

AS MINPLAN NDUHUNGIREHE'S OPENING ADDRESS MADE CLEAR,  
GOR OBJECTIVES IN CONVENING ROUND TABLE WERE TO BETTER COORDINATE  
ACTIVITIES OF NGO'S AND MAKE NGO PROJECTS MORE RESPONSIVE  
TO PRIORITIES ESTABLISHED IN CENTRAL PLANS. GOR SENSES  
THAT NGO'S INFLUENCE COURSE OF DEVELOPMENT EFFORTS OUT  
OF PROPORTION TO THEIR FINANCIAL INPUT, WHICH AMOUNTS TO  
ONLY ABOUT FIVE PERCENT OF TOTAL EXTERNAL ASSISTANCE TO  
RWANDA. THEIR INFLUENCE IS AUGMENTED BY THEIR RELATIVE  
FLEXIBILITY AND ABILITY TO MOTIVATE PEOPLE AT GRASS ROOTS.  
BUT TO A CONSIDERABLE EXTENT, EFFECTIVENESS OF NGO'S  
IS A FACTOR OF THEIR INDEPENDENCE -- FROM ONE ANOTHER AND  
FROM HOST GOVERNMENT. MINPLAN RECOGNIZED THAT, AND OPENED  
UP CONSTRUCTIVE DEBATE IN AN EFFORT TO FIND MEANS OF  
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GUIDING NGO ACTIVITIES WITHOUT DISCOURAGING CONTINUED AID  
FROM THESE SOURCES.

ROUND TABLE CONCLUDED BY ADOPTING STATEMENT OF CON-  
CLUSIONS AND RECOMMENDATIONS. MAIN POINTS:

-- WHILE RESPECTING AUTONOMY OF EACH NGO, GREATER  
EFFICIENCY AND COORDINATION NEEDED TO ASSURE INTEGRATION  
OF NGO INITIATIVES WITH GOR DEVELOPMENT PLANS;

--MINPLAN WILL SET AND IMPLEMENT POLICY ON NGO  
ACTIVITIES AT NATIONAL LEVEL, IN COLLABORATION WITH MIN  
INTERIOR, WHILE LOCAL PROJECTS WILL BE COORDINATED (BUT NOT  
DICTATED) BY LOCAL OFFICIALS;

-- A WORKING GROUP OF NGO REPS WILL MEET TO EXCHANGE  
VIEWS AMONG THEMSELVES AND TO ACT AS LIAISON FOR NGO'S  
WITH GOR BETWEEN ROUND TABLES TO BE CONVENED IN  
CONJUNCTION WITH EACH FIVE-YEAR PLAN.

COMMENT: THE NGO ROUND TABLE IS A LOGICAL FOLLOWUP  
TO LAST FEBRUARY'S ROUND TABLE FOR GOVERNMENT DONORS

(KIGALI 229). IT DEMONSTRATES EMERGING ROLE OF MINISTRY OF PLAN, NOT ONLY AS DRAFTER BUT ALSO AS EXECUTIVE COORDINATOR OF DEVELOPMENT ACTIVITY. BFMUFXXZO#AOLAN'S ASCENDANCE ULTIMATELY WILL COME AT EXPENSE OF FOREIGN MINISTRY, WHICH HAS BEEN RESPONSIBLE FOR COORDINATING FOREIGN AID, PUBLIC AS WELL AS PRIVATE. THE NGO'S CONVOKED FOR THIS FIRST ROUND TABLE ARE A VARIED LOT -- FROM INTERNATIONAL ORGANIZATIONS LIKE RED CROSS AND CATHOLIC RELIEF SERVICES, TO LITTLE RELIGIOUS GROUPS TIED TO SINGLE COMMUNITIES IN EUROPE OR AMERICA (EVEN US "SELF HELP" WAS INVITED AS NGO). THEY ARE NOT EASY TO COORDINATE, AND SOME WOULD RATHER STOP FUNCTIONING IN RWANDA THAN SUBMIT TO ONEROUS BUREAUCRATIC CLEARANCE AND ACCOUNTABILITY PROCEDURES. BUT GOR ORGANIZERS WERE SENSITIVE TO LIMIT LIMITED OFFICIAL USE

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ON HOW FAR THEY COULD EFFECTIVELY PUSH, AND ROUND TABLE APPEARS TO HAVE CONTRIBUTED TO CONSTRUCTIVE SPIRIT OF COOPERATION AMONG PARTICIPANTS.

NOTE BY OC/T: #AS RECEIVED.

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ACTION AF-10

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1. COMMUNITY OF GREAT LAKE COUNTRIES (CEPGL) MOVES INTO SECOND GEAR.

AS IF TO UNDERLINE HIS MINISTRY'S GROWING VOICE IN DEVELOPMENT MATTERS, THE MINISTER OF PLAN RECEIVED EXTENSIVE RWANDAN PRESS COVERAGE FOR HIS ROLE AT THE OCTOBER 25-29 MINISTERIAL CONFERENCE OF COOPERATION BETWEEN THE MINISTERS OF PLAN OF THE COMMUNITY OF GREAT LAKE COUNTRIES (RWANDA-BURUNDI-ZAIRE), THE CEPGL EXECUTIVE SECRETARIAT, AND REPRESENTATIVES FROM THE UN ECONOMIC COMMISSION FOR AFRICA (ECA). THE PURPOSE OF THE CONFERENCE WAS TO GET CEPGL MOVING ON THE DIRECTIVES ISSUED BY THE HEADS OF STATE AT THE CEPGL SUMMIT AT BUJUMBURA (KIGALI 1343). TO THIS END, CONFERENCE PARTICIPANTS RECOMMENDED THAT TOP PRIORITY BE GIVEN TO THE EXPLOITATION OF METHANE GAS IN LAKE KIVU. IN ADDITION, THE CONFERENCE RECOMMENDED FEASIBILITY STUDIES BE UNDERTAKEN ON:

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- EXPLOITATION OF SOLAR ENERGY AND PEAT FUEL;
- INTEGRATION OF CEPGL MEMBERS' ELECTRIC POWER NETWORKS AND LAKE KIVU/LAKE TANGANYIKA SHIPPING SYSTEMS;
- ESTABLISHMENT OF A COMMUNITY AIR FREIGHT COMPANY;
- SETTING UP AGRO INDUSTRIES IN THE RUZIZI VALLEY (WHERE RWANDA-BURUNDI-ZAIRE JOIN).

THE CONFERENCE MADE CLEAR THE CEPGL LOOKS TO THE ECA-SPONSORED MULTINATIONAL CENTER FOR PROJECT PLANNING AND IMPLEMENTATION (WHICH HAS A UNDP ANNUAL GRANT OF DOLS 200,000) TO ACT AS AN ACTION ARM WHILE CEPGL SEARCHES FOR FUNDING. TO CEMENT RELATIONSHIP, CONFERENCE PARTICIPANTS MOVED THAT THE "MULPOC" BE INTEGRATED INTO CEPGL'S DECISION-MAKING ORGANS.

WITH THE ECA CENTER READYING FOR ACTION, THIS CONFERENCE MARKS ANOTHER CONCRETE STEP BY CEPGL AWAY FROM THE DRAWING BOARD AND TOWARD THE IMPLEMENTATION STAGE.

3. "MAN IN THE NEWS": MINISTER OF PLAN JEAN CHRYSOSTOME NDUHUNGIREHE

THE MINPLAN HAS RECENTLY TAKEN A MORE PROMINENT PUBLIC ROLE IN REPRESENTING THE GOR ON INTERNATIONAL ECONOMIC POLICY AND ASSERTING THE IMPORTANCE OF THE PLANNING FUNCTION IN INTERNAL RWANDAN ECONOMIC POLICY AND PROGRAMS. HE DOES NOT GIVE THE

IMPRESSION OF BEING ESPECIALLY PREPOSSESSING; NEITHER ELOQUENT AS A SPEAKER NOR DOMINATING IN DISCUSSIONS. HIS SUBSTANTIAL, AND GROWING, INFLUENCE ON ECONOMIC POLICY RESULTS RATHER FROM STRENGTH AS AN ECONOMIST, AND GOOD JUDGMENT IN HIS DEALINGS WITH OTHER PERSONALITIES IN RWANDA'S POLICY COUNCILS. AN APPROACHABLE, LIMITED OFFICIAL USE

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FLEXIBLE THINKER, GENERALLY WELL REGARDED BY THOSE DEALING WITH HIM OUTSIDE HIS MINISTRY, NDUHUNGIREHE IS FAULTED BY SOME INSIDERS FOR STIFLING INNOVATIVE SUGGESTIONS FROM SUBORDINATES AND FOR BEING AN INEFFECTIVE ADMINISTRATOR. CONSISTENT WITH THOSE PROS AND CONS, THE ROLE HE IS CARVING OUT FOR HIS MINISTRY MAY BE EASIER TO ACHIEVE IN PRINCIPLE THAN IN PRACTICE. BECAUSE OF LACK OF TRAINED PERSONNEL AND INTRA-GOVERNMENTAL COORDINATION, IT IS UNREALISTIC TO EXPECT MINPLAN TO IMPOSE ITSELF EFFECTIVELY AS OVERALL COORDINATOR OF FOREIGN ASSISTANCE FROM ALL SOURCES, AND ALSO AS ACTIVE ARBITRATOR OF ALL DEVELOPMENT PRIORITIES FROM PROJECT PROPOSAL STAGE THROUGH FULL IMPLEMENTATION. BUT THE STRUCTURE FOR SUCH A ROLE IS BEING DEVELOPED, AND IF NDUHUNGIREHE SUCCEEDS IN RETAINING THE CONFIDENCE OF PRESIDENT HABYARIMANA AND OTHERS IN NATIONAL LEADERSHIP, HIS VOICE MAY WELL BECOME THE DECISIVE ONE ON DEVELOPMENT AND OTHER ECONOMIC ISSUES. CRIGLER

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